

Missouri Multi-County Juvenile Officer Workload Study Report

*Kristen Johnson
Dennis Wagner, Ph.D.*

June 2006

National Council on Crime and Delinquency

426 South Yellowstone Drive, Suite 250
Madison, Wisconsin 53719

voice (608) 831-8882
fax (608) 831-6446

TABLE OF CONTENTS

	Page #
I. INTRODUCTION	1
II. BACKGROUND	1
III. OBJECTIVES	3
IV. METHODOLOGY	3
V. CONDUCT OF THE WORKLOAD STUDY	4
A. Selection of Cases for Study	4
B. Workload Study Participants	6
C. Juvenile Court Service Standards	6
VI. WORKLOAD STUDY RESULTS	7
A. Time Estimates for Cases that Met Standards	8
B. Officer Time Available	10
C. Derivation of Workload Estimate	13
D. Estimated Staff Needed to Meet Workload Demand	15
VII. SUMMARY	17
A. Comparison to Other Workload Studies	18
B. Workload Estimate Applications	20
VIII. DISTRIBUTION OF OFFICER TIME	21

APPENDICES

Appendix A. Additional Information about the Workload Study Sample

Appendix B. Workload Study Case Types and Associated Standards

Acknowledgments

This workload study was a joint effort involving the National Council on Crime and Delinquency (NCCD) and the Missouri Office of State Court Administrator (OSCA). NCCD would like to thank Gary Waint, Rick McElfresh, Lynette Ricks and members of the workload committee: Kathy Lloyd - 13th Judicial Circuit, Becky Culler - 27th Judicial Circuit, Mike Davis - 35th Judicial Circuit, Ernie Painter - 45th Judicial Circuit, Bruce McKinnon - 12th Judicial Circuit, Chad Campbell - 5th Judicial Circuit, Kathryn Herman - 22nd Judicial Circuit, Judge Steven Ohmer - 22nd Judicial Circuit, and Judge Pat Joyce - 19th Judicial Circuit. In addition, the study would not have been possible without the commitment and cooperation of the all the line staff and supervisors who spent two months participating in the workload study while performing their normal duties. We very much appreciate the assistance of staff from circuits 5, 13, 27, 35, 37, and 45.

I. INTRODUCTION

In 2005, the Office of State Courts Administrator (OSCA) determined that the workload estimates for multi-county circuit court operations should be updated to ensure that the resource needs of the juvenile courts were being accurately determined. OSCA subsequently contracted with the National Council on Crime and Delinquency (NCCD) to assist with design and implementation of the study. NCCD has conducted over 80 similar workload studies for adult or juvenile corrections agencies during the past decade. This report describes the study's design and reviews its findings.

II. BACKGROUND

The State of Missouri employs a risk classification system for delinquent youth, which is directly tied to agency workload. The classification system has three main components:

1. An actuarial risk assessment tool completed at an informal adjustment conference or before adjudication that classifies youth into one of three categories with high, moderate, or low probabilities of re-offending;
2. A classification matrix, which recommends sanctions and service interventions appropriate to the youth's risk level and his/her most serious adjudicated offense; and
3. For youth placed under formal supervision, differential contact standards associated with each risk level. For example, high risk youth are to be contacted by juvenile officers four times per month versus one contact for a low risk youth or two for a moderate risk youth.

This risk-based case management system estimates a youth's likelihood of continued involvement in delinquent behavior and makes recommendations about the most appropriate interventions given the identified level of risk. Actuarial risk assessment and the application of differential supervision contact standards based upon risk classification is part of the Office of

Juvenile Justice and Delinquency Prevention's (OJJDP) Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders.¹

The benefit of risk classification is the ability to focus resources on youth who are most likely to re-offend. Juvenile courts have limited staff resources for providing supervision, and it makes sense to supervise high risk offenders much more closely than low risk offenders. OJJDP recommended this strategy based on the findings of research studies that observed the impact of supervision on criminal behavior. These studies indicate that criminal activity among high risk cases may be reduced by 50% if they are provided more active supervision involving more frequent contact with probation officers.² The effective matching of supervision level to the juvenile offender's risk of re-offending permits courts to reduce crime and increase public safety. This result can only be obtained, however, if adequate staff resources are available to provide an effective level of supervision to offenders. Workload studies are critical in determining the staff resources that will enable effective supervision of youth.

The importance of accurate workload estimation is clear when one considers that supervising youth on probation or parole is not the only type of casework performed by juvenile officers. Officers also monitor child welfare cases and process referrals for delinquent behavior to determine whether or not the youth should receive formal or informal services. Monitoring of child welfare cases involves attending court hearings and family support team meetings and reviewing the family's compliance with the treatment plan. Effectively balancing this work with the supervision of youth by risk level requires adequate staff resources.

¹ OJJDP, 1995.

² Eisenberg, Michael and Gregory Markley, "Something Works in Community Supervision," Federal Probation, Vol. 51, No. 4, 1987. Baird, Heinz, and Bemus, "A Two-Year Follow-Up of the Wisconsin Case Classification Project," American Correctional Association Monograph (1981).

III. OBJECTIVES

The workload study conducted by NCCD for OSCA was prescriptive, or performance-based. The prescriptive approach is designed to estimate the number of direct service officers a court requires to *effectively* perform its public mission, i.e., preventing future juvenile delinquency and protecting the community.

This study incorporates service effectiveness into workload measurement by observing the time staff required to serve a case according to the standards the Missouri Supreme Court has established to achieve positive outcomes for youth and families. The following three objectives of the workload study reflect this focus on service effectiveness:

- Determine the number of direct service officers needed to conduct juvenile intake screening and investigations, serve child welfare cases, and supervise youth on probation in a manner that meets court standards.
- Update the ongoing “workload accounting” system that enables OSCA to more efficiently distribute its available resources and ensure equitable distribution of personnel across circuits.
- Describe the nature of ongoing intake, case disposition, and supervision activities, including how they take place and the amount of time required by travel, paperwork, etc.

IV. METHODOLOGY

The prescriptive research methodology employed in this study was case-based. For example, the study estimated the number of hours an officer required to supervise a high risk case when expected to make four face-to-face contacts with a youth or parent each month. Consequently, the *focus of the study is not the officer, but how much time an officer requires to serve a case at a prescribed standard.*

The amount of time an officer needs to supervise a case or conduct an investigation according to standards is referred to as a "workload value." During the workload study, officers recorded the time they spent serving a sample of their active cases for a month, and workload values were estimated from sample cases that met standards. The workload values derived from sample cases were then applied to the entire court caseload to estimate the number of staff needed to meet standards on all active cases.

V. CONDUCT OF THE WORKLOAD STUDY

In November 2005, NCCD, OSCA, and select juvenile court staff met to design the study. The planning board reviewed the study design used for the 2001 workload study and made minor revisions to the data collection forms.

The study sample consisted of six multi-county circuits stratified by region and size of circuit.³ All officers in the sampled circuits participated in a workload training session held in January 2006 and recorded time spent serving sample cases under actual field conditions during February and March 2006.

A. Selection of Cases for Study

The workload study needed to measure the officer time necessary to serve or supervise a case from intake screening to case termination. To accomplish this, the study classified cases by type and then sampled cases of each type for observation during the study. This strategy makes it possible

³ The sampled circuits were 5, 13, 27, 35, 37, and 45.

to obtain accurate workload value estimates for all court case activity without unduly burdening officers. Officers tracked their activities on a sample of the following case types:⁴

- Juvenile Supervision Cases: Included any case opened for informal or formal supervision, including intensive supervision cases. Both new cases and existing cases were sampled, since the start of a case often involves different and sometimes more work than an existing case. Officers recorded time spent supervising and serving sampled cases throughout the two months of the study.
- Child Welfare Cases: Included child abuse/neglect and other child welfare⁵ cases assigned to juvenile officers. As with supervision cases, both new cases and existing cases were sampled.
- Intake Screening and Case Processing: Included all work done during intake, from the time a youth is referred until a case is opened or the referral was rejected. These included intake screening and formal or informal case processing.⁶

Cases were sampled using different methods, and tracked for different time periods as described below:

- Ongoing cases were randomly sampled from each officer's caseload listing and were tracked from the start of the study for a two-month period.
- Intake and new cases were randomly selected during the first month of the study. New case times were tracked for 31 calendar days from the time of assignment. Intake screenings and formal/informal processing cases were tracked from the time of assignment until completion of the task.

Supervisors were responsible for assigning sample cases, administering the workload study, and monitoring time recording.

⁴ Informal adjustment cases with no supervision assigned were excluded. Intakes do not include cases transferred from other counties; these transfer cases would be considered a supervision case under existing workload definitions.

⁵ "Other child welfare" cases (informal or formal) refer to child protection cases that do not result from allegations of child maltreatment, such as cases opened in relation to custody issues.

⁶ Informal case processing includes time spent preparing for and holding an informal adjustment conference, while formal case processing includes preparing a petition and appearing in court, as necessary, until final disposition is reached. For more information, refer to Appendix B.

B. Workload Study Participants

Virtually all line staff from the sampled circuits were involved in the workload study. Each officer recorded time he/she spent (including travel) serving a sample of cases. Time spent in general case support and non case-related administrative activities was also recorded. Supporting staff, such as trackers, interns, and case aides, also recorded time they spent assisting the officer with a sampled case. Clerical staff, detention staff, social workers, police, judges, and specialized program staff were not involved in the study. Though supervisors helped implement the workload study data collection, they did not record time spent during the study.

C. Juvenile Court Service Standards

The purpose of the study was to determine the time required to supervise and serve cases or conduct investigations at prescribed minimum levels of service. The standards applied for each type of case were those approved by the Supreme Court. For cases classified by risk, standards varied by risk level. Unclassified cases also had a minimum standard applied. Specific juvenile court contact standards, case service, and documentation procedures for the various types of cases studied are detailed in Appendix B.

In order to develop the workload values (i.e., the estimate of the average time necessary to meet or exceed standards), the analysis used data only from those cases in which standards were met or exceeded. Juvenile officers were asked to meet the standards for the sample supervision and intake cases they were asked to track during the study, if possible, given their responsibility for other cases. Supervisors reviewed the sampled cases and indicated whether or not standards had been met for each case.

Two methods were employed to determine whether or not a sample case met standards during the workload study: 1) an empirical evaluation of case contacts recorded by the officer and 2) supervisor certification of the case activity performed. The empirical assessment examined the number and nature of case contacts made by the primary officer. For example, if the standard was one face-to-face contact with the youth, an empirical evaluation can determine whether or not the officer made this contact. Counting the number and type of officer contacts with a youth cannot, however, assess areas of service delivery such as the presence or quality of case documentation, court work, treatment plan development, etc. Therefore, supervisor certification was also used to determine whether sample cases met all service delivery standards. A more consistent, reliable basis for establishing prescriptive workload values is established when both contact and supervisory standards are met.

For intake and case supervision work, standards were based on supervisory review and an empirical evaluation of recorded case contacts. For child welfare cases, case contact with the youth is not a monthly standard; therefore, standards were based only on supervisory review.

VI. WORKLOAD STUDY RESULTS

Workload data were collected from six multi-county circuits during February and March 2006. Fifty-three officers participated. The study sample resulted in 271 intake case observations (i.e., screening and formal/informal processing), 379 observations of delinquency supervision cases (both formal and informal), and 145 observations of child welfare cases.⁷

Overall, 61% of the cases tracked met standards. With the exception of high and intensive supervision cases, at least half of the cases observed during the study period met standards. Twenty-

⁷ For ongoing supervision and child welfare cases, each month of case time recorded served as the observational period during which case service standards were applied.

seven percent of high risk and 35% of intensive supervision cases met standards. Appendix A provides more detail about the sample.

A. Time Estimates for Cases that Met Standards

Table 1 and Figure 1 show the average time recorded by officers (the workload values) for cases that met juvenile court standards. For example, officers needed 1.6 hours on average to appropriately screen a juvenile intake. The average case times reflect the nature of the work performed. Only 1.9 hours, on average, were necessary to process a referral as an informal case. Formal processing of cases, however, includes preparation of a petition, other court documents, and court hearings and required an average of 5.6 hours.

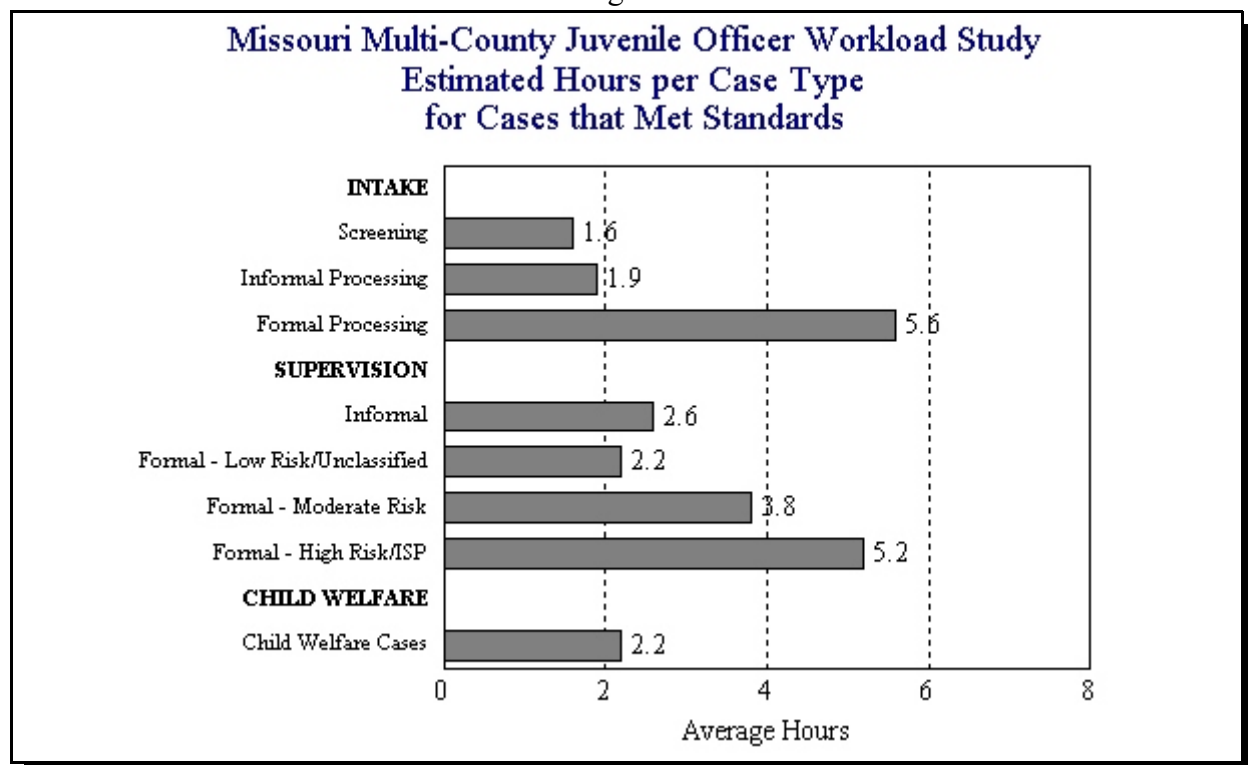
This relationship between average times and the nature of the work is also apparent for supervision cases. Informal supervision cases require one face-to-face contact per month with the child and family, and 2.6 hours were needed to meet that standard. Low risk formal and unclassified cases also require one face-to-face contact, and officers spent an average of 2.2 hours meeting that standard. High risk cases have a more rigorous supervision standard and, therefore, take more time to supervise; the monthly standard is four face-to-face contacts, and on average, 5.2 hours were needed to supervise juveniles at that level. High risk juveniles are most likely to commit another offense, and the juvenile court adopted the risk-based supervision standard to focus intervention efforts on these cases. It must be expected that these cases take more officer time. Moderate risk cases are contacted twice a month, and officers spent approximately 3.8 hours each month serving them.

Child welfare cases were also studied. Officers spent an average of 2.2 hours per month on each child welfare case they served. Child welfare cases do not require face-to-face contact with the family, but they involve attendance at court hearings and family support team meetings, as well as a review of treatment plans, court reports, and a family's compliance with the treatment plan.

Table 1		
Missouri Multi-County Juvenile Officer Workload Study		
Estimated Hours to Meet Standards by Case Type		
Sample Case Type	Cases That Met Standards	
	Avg. Hrs.	N
Delinquency and Child Welfare Intake Processing		
Screening	1.6	45
Informal Processing	1.9	83
Formal Processing	5.6	42
Supervision Cases		
Informal Cases	2.6	50
Formal Cases		
Low Risk/Unclassified	2.2	14
Moderate Risk	3.8	54
High Risk/Intensive Supervision	5.2	52
Child Welfare		
Child Welfare Cases	2.2	145

Note: For intake processing, the time indicated is the average hours needed to process the intake of that type. For supervision and child welfare cases, the time is the average hours needed per month to serve a case of the type indicated.

Figure 1



Workload values observed for cases that met standards as a result of this study were similar to those obtained from the 2001 workload study, with one exception. The workload value obtained for high risk and intensive supervision cases that met standards during this study was 5.2 hours per month, while the value observed during the 2001 study was 7.0 hours. The difference in time between the 2001 workload value and the 2006 workload value for these cases was the time spent by supporting staff (i.e., trackers, case aides, or other supporting staff who perform casework in addition to the work performed by the primary officer). Among circuits that participated in both workload studies, three circuits had significant amounts of supplemental staff time recorded for the 2001 study but not for the current study. Follow up with circuit representatives indicated that staffing issues may have resulted in reduced reporting of supporting staff time during the 2006 workload study. For this reason, the OSCA workload committee decided to retain the 2001 workload value of 7.0 hours for formal high risk or intensive supervision cases. As a result, workload estimates derived rely on a workload value of 7.0 hours.

B. Officer Time Available

In Missouri, the typical full-time officer is paid for 173.3 hours each month, or 2,080 hours each year. Sick leave, vacation, and holiday leave reduce these available work hours. Based upon fiscal year 2004-05 state and sample circuit administrative records, officers averaged 8.5 hours of vacation/personnel leave per month, 5.4 hours of sick leave, and 8.7 hours of holiday leave. In addition, officers received an average of three hours of training per month (see Table 2).⁸ Officers are not available to supervise youth or conduct investigations when they are on leave or in training.

⁸ Estimated sick and other leave used is based on average leave used across the multi-county circuits between June 30, 2004, through July 15, 2005. Holiday leave is defined by policy. Average training time is based on the self-report of circuits in 2000.

Although officers spend most of their time performing intake tasks and supervising the cases assigned to them, they also perform a variety of general case support and administrative tasks that reduce the time they have to serve cases they are assigned. Officer case support time is essential to the court's public protection mission because it supports the effective functioning of the juvenile court's direct service programs, but it cannot be related to a particular case assigned to an officer. The time officers spend in unit case staffings or case training, for instance, may help them serve and supervise youth more effectively, but it cannot be assigned to a particular case. Other case support activities include assisting other officers with their cases, performing on-call or group supervision duties, and performing other case-related work. As Table 2 indicates, officers currently spend an estimated 12.0 hours each month performing these kind of case support activities.

Administrative time includes activities indirectly related to client services such as administrative meetings, coordinating with community service providers, serving on court or community task forces, providing public information about juvenile delinquency to community organizations or other forms of community work, completing travel claims, work safety, personnel development training, etc. Officers spend an average of 5.0 hours per month performing work activities of this nature. After subtracting the hours that officers are not available, an officer has an average of 130.8 hours per month to perform the direct service tasks that are essential to the court's mission (see the bottom row of Table 2).

<p align="center">Table 2</p> <p align="center">Missouri Multi-County Juvenile Officer Workload Study</p> <p align="center">Estimated Hours Available for Officers</p>	
Total Work Hours per Month	173.3
Average Leave Used	8.5
Average Sick Leave Used	5.4
Average Allotted Holiday Leave (13 days per year)	8.7
Average Training Time	3.0
Monthly Hours Available to Officers by Policy	147.8
Case Support Time	12.0
Administrative Time	5.0
Monthly Hours Available to Officers	130.8

The time officers spent providing support for cases assigned to other officers or performing administrative tasks was estimated by recording these activities during the two-month study. Table 3 shows the type of case support and administrative work performed and the average amount of time spent by officers by task. Of case support work performed, officers spent an average of 5.3 hours doing on-call work, 2.7 hours in case staffing or consultations, 2.0 hours covering for another officer, and an additional 1.9 hours in other case support activities.

Of the 5.0 hours officers spent performing administrative tasks, most of the time (3.4 hours) involved court or community task forces or meetings. Examples include meetings with a school-based delinquency prevention task force, meetings with community service providers, and staff meetings to review personnel or policy information. An additional 1.2 hours were spent on providing public information, such as advising school staff or other community members on departmental policies, and 0.4 hours on general administrative work (time sheets, travel claims, photocopying, etc.).

<p align="center">Table 3</p> <p align="center">Missouri Multi-County Juvenile Officer Workload Study</p> <p align="center">Estimated Time Spent per Month Performing Case Support and Administrative Work</p>		
	Hours	Percent of Total Time
Case Support Time	12.0	6.9%
Case Staffing/Consulting	2.7	1.6%
Substitute Coverage	2.0	1.2%
On-Call Work	5.3	3.1%
Informal adjustment no conference follow up	0.1	0.1%
Other Case Support*	1.9	1.1%
Administrative Time	5.0	2.9%
Court or Community Tasks Forces/Meetings/Consultants	3.4	2.0%
Public Information in Community Work	1.2	0.7%
Other Non-Case Administrative Work	0.4	0.2%

Note: The above estimates are based upon 106 observations of case support and administrative work performed by staff during a month (53 workers during the first month of the study and 53 workers during the second month of the study). Percentages are based upon 173.3 hours available per month per officer.

C. Derivation of Workload Estimate

Workload is the estimated number of staff hours the court requires to meet standards on the cases the agency currently serves each month. This is derived from multiplying the time estimates reviewed previously by the average number of cases the court serves in a typical operating month.

Table 4 reviews the estimated workload of the multi-county circuits for an average month. The workload values (hours per month necessary to meet court standards) for each type of case are displayed in the second column of the table. The table's third column shows the average number of cases active each month.⁹ The total workload hours required to serve cases in the multi-county circuits in a manner that meets current juvenile court standards are computed in the far right column.

⁹ The average number of cases by type (including intakes and the processing of referrals) is based upon the actual number of cases opened in the multi-county circuits at the end of each month during 2005 (based on a case count submitted by each circuit at the end of each month).

For example, screening a referral to juvenile court intake standard has a workload value of 1.6 hours based upon study findings. During an average month in the preceding year, officers in the multi-county circuits screened 2,987 referrals. Approximately 4,779.2 staff hours (2,987 referrals multiplied by 1.6 hours per referral) would be required to meet standards for the intake of these cases.

The rest of the table shows the estimated monthly workload hours for referrals being informally or formally processed and for delinquency supervision cases. The total workload for the multi-county circuits is estimated at 35,108.3 hours per month.

<p align="center">Table 4</p> <p align="center">Missouri Multi-County Juvenile Officer Workload Study</p> <p align="center">Estimated Average Monthly Workload for Intake and Delinquency Supervision</p>			
Case Type	Workload Hours/Case	Average Monthly Cases	Total Workload Hours
1. Delinquency and Child Welfare Intakes			
Screening	1.6	2,987	4,779.2
Informal Processing	1.9	1,243	2,361.7
Formal Processing	5.6	616	3,449.6
Intake Average Workload Demand in Hours			10,590.5
2. Delinquency Case Supervision			
Informal Cases	2.6	2,063	5,363.8
Formal Cases			
Unclassified	2.2	193	424.6
Low Risk	2.2	172	378.4
Moderate Risk	3.8	842	3,199.6
High Risk/Community-Based Intensive ¹⁰	7.0	429	3,003.0
Supervision Average Workload Demand in Hours			12,369.4
3. Child Welfare Case Supervision			
Child Welfare Cases	2.2	5,522	12,148.4
Child Welfare Workload Demand in Hours			12,148.4
Total Average Workload Demand in Hours per Month			35,108.3

D. Estimated Staff Needed to Meet Workload Demand

Table 5 estimates the number of direct service officers needed to meet the estimated workload and compares that number to the number of existing officers. The previous table showed that the total workload for the multi-county circuits is estimated at 35,108.3 hours per month. This estimate was divided by the number of hours an officer has available to perform direct service

¹⁰ The minimum standard for community-based intensive supervision cases across circuits is the same as that of high risk cases (four face-to-face contacts with the youth per month); therefore, the workload value for high risk cases was applied for this case type. Most of the intensive supervision cases sampled for observation were also high risk cases.

activity (130.8 hours per month; see Table 2). The study findings estimate that 268.4 officers would be required to meet the court's service delivery standards for the existing caseload.¹¹ Since the current number of direct service officers is 179, an additional 89.4 officers would be required to meet standards (a 50% increase from the existing staffing level). It should be noted that the current number of officers is based only on state-funded positions and excludes grant or county-funded positions. If grant and county-funded positions were included in the comparison, the estimated number of additional staff would be lower.

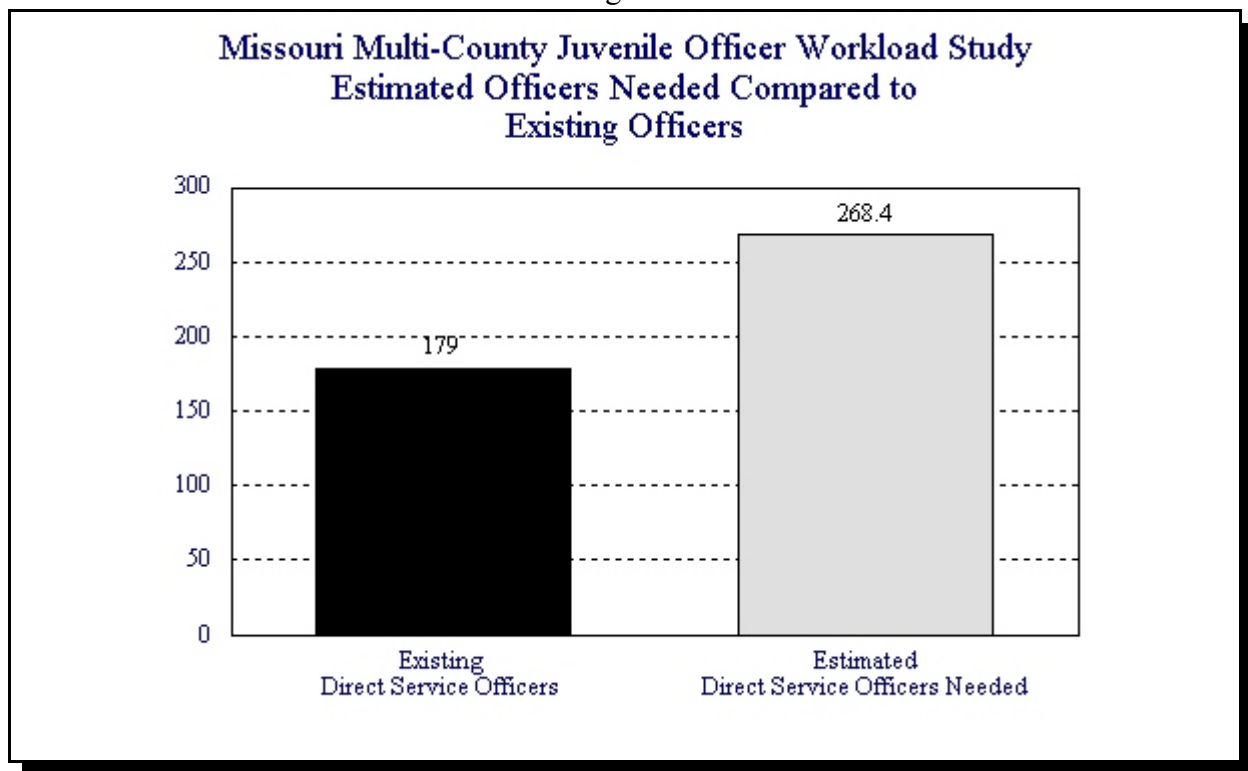
Table 5 Missouri Multi-County Juvenile Officer Workload Study Estimated Average Monthly Workload Demand and Number of Staff Needed for Intake, Delinquency, and Child Welfare Supervision	
Total Average Workload Demand in Hours per Month (from Table 3)	35,108.3
Total Direct Service Officers Required to Meet Workload Demand (based upon 130.8 staff hours available to perform direct casework)	268.4
Actual Direct Service Positions*	179.0
Total Additional Direct Service Officers Required	89.4

*Actual number of FTE between June 30, 2004, and July 15, 2005. Some positions, such as trackers, may be grant-funded as opposed to state-funded.

¹¹ It should be noted that this figure includes officers who perform referral/casework only (i.e., deputy juvenile officers, DFS liaisons, case aides, trackers, etc.) Supervisors and clerical staff were not observed in this study and are not included in this workload estimate.

Figure 2 provides a graphic display of the multi-county circuits' existing state-funded staff compared to the estimated number of staff required to meet court service delivery standards. As mentioned previously, the workload study estimates an additional 89.4 staff are needed to meet the circuits' existing workload.

Figure 2



VII. SUMMARY

The primary objective of this workload study was to determine the number of direct service officers needed by juvenile and family courts in the 35 multi-county circuits to conduct investigations and serve cases in a manner consistent with juvenile court standards. The method used was a prescriptive, case-based study, in which workload values are based upon cases that met standards according to supervisor review.

OSCA has approximately 179 state-funded officer positions available to perform supervision and juvenile intake work. The study findings estimate that 268.4 officers are required to meet the court's service delivery standards for the existing caseload. This suggests that an additional 89.4 officers are needed in order to perform the necessary casework in accordance with agency standards.

The workload estimates shown for each service area are based on average monthly case activity. The demand for intakes and investigation of referrals, however, fluctuates from month to month. Periods of peak service demand will range above the estimates shown previously and require more staff time. While it is difficult to estimate an ideal staffing level because periods of high demand may be met by overtime or staff re-deployment, it is important to note that more staff time is required to meet standards during peak periods.

A. Comparison to Other Workload Studies

The workload values derived as a result of the study are similar to those obtained during other studies conducted by NCCD. Table 6 compares the resulting workload values derived from this study to those of the prior OSCA study, as well as those of other jurisdictions that use risk classification and employ similar supervision contact standards. For example, high risk cases in each jurisdiction shown have a minimum contact standard of four face-to-face contacts with the youth per month. The workload value for high risk, formal supervision cases observed during this study was 5.2 hours. The 2001 workload value for high risk, formal supervision cases in Missouri was 7.0 hours. The equivalent workload value in Virginia is 6.3 hours, 7.2 hours in Indiana, 4.5 hours in Alameda County, California, and 8.7 hours in Oklahoma.

The workload values derived for the intake process are more difficult to compare, since case type definitions (i.e., what work is involved in screening or referral processing) vary between

jurisdictions. As mentioned previously, Missouri's study looked at intake in two stages: screening (receipt of a referral and determining whether or not and how to process it) and case processing (as either a formal or informal case). The workload value for formal, court processing in Missouri was 5.6 hours, while the 2001 workload value for Missouri was 6.4 hours. Both are similar to the court processing time in other states (6.9 hours in Virginia, 5.9 hours in Indiana, 8.1 hours in Alameda County, and 7.3 hours in Oklahoma). Screening processing times observed are also similar to those found in other juvenile agencies.

Missouri's 2006 estimates for administrative and case support time are closer to those of other states than were the 2001 estimates. The estimated time spent performing work for someone else's cases was slightly higher than that of most other jurisdictions (12 hours compared to 9 hours in Indiana and Alameda County and 5.9 hours in Oklahoma). The estimated time spent performing administrative tasks, however, was lower than that of the other agencies. The total time for administrative and case support work resulting from this study was 17 hours, compared to 20.8 hours for Virginia, 17 hours for Indiana, 18.9 hours for Alameda County, California, and 14.2 hours for Oklahoma.

<p align="center">Table 6</p> <p align="center">Missouri Multi-County Juvenile Officer Workload Study</p> <p align="center">Comparison of Missouri Juvenile Officer Workload Values with</p> <p align="center">Other Jurisdictions</p>							
Case Type	Minimum Monthly Face-to-Face Contacts	Missouri 2006 Estimates	Missouri OSCA (2001)	Virginia (2001)	Indiana Aftercare (2001)	Alameda County Probation (2001)	Oklahoma Youth Probation (1992)
Supervision Case Type							
Intensive	5-8	N/A	N/A	11.1	10.0	N/A	N/A
High	4	5.2	7.0	6.3	7.2	4.5	8.7
Medium	2	3.6	3.6	3.8	5.8	N/A	4.7
Low	1	2.2	2.2	2.4	4.5	2.2	3.1
Screening and Intake							
Screening*		1.6	2.1	1.3		1.4	1.5-3.4
Informal Processing		1.9	2.0				
Formal Processing **		5.6	6.4	6.9	5.9	8.1	7.3
Case Support and Administrative Time Available							
Case Support		12.0	17.6	12.0	9.0	9.0	5.9
Administrative		5.0	17.9	8.8	8.0	9.9	8.3

Note: All studies were conducted by NCCD.

*Detention screening time for Virginia.

** Pre-disposition processing for Virginia, Indiana, Alameda, and Oklahoma.

B. Workload Estimate Applications

Since the workload study estimates officer time required to perform work in accordance with agency standards, the findings reflect the policies and priorities of the court. The workload values resulting from this study provide the agency with the tools necessary to assess the workload impact of policy changes and changes in the number of referrals and/or open supervision or child welfare cases.

Workload values can be used to assess not only overall court workload but also unit and individual officer workloads. The values can be applied to units to better equalize workload within an office or circuit or to individual officers to help guide future case assignments.

It is important to note that this workload estimate does not include clerical, administrative support staff, or supervisors. These positions are typically requested as a proportion of the staff who perform direct supervision tasks.

VIII. DISTRIBUTION OF OFFICER TIME

A secondary purpose of the workload study was to provide information about how officers spend time doing casework. The following figures review officer time recorded for cases that met standards by the nature of the work performed.¹²

Figures 3 and 4 show time spent on cases by the nature of officers' work, whether they were involved in a case activity, traveling, or waiting for someone related to the case. Across all case types, the majority of officer time was spent on activities as opposed to travel or waiting.

¹² Appendix A provides more detailed information of time spent by method and activity.

Figure 3

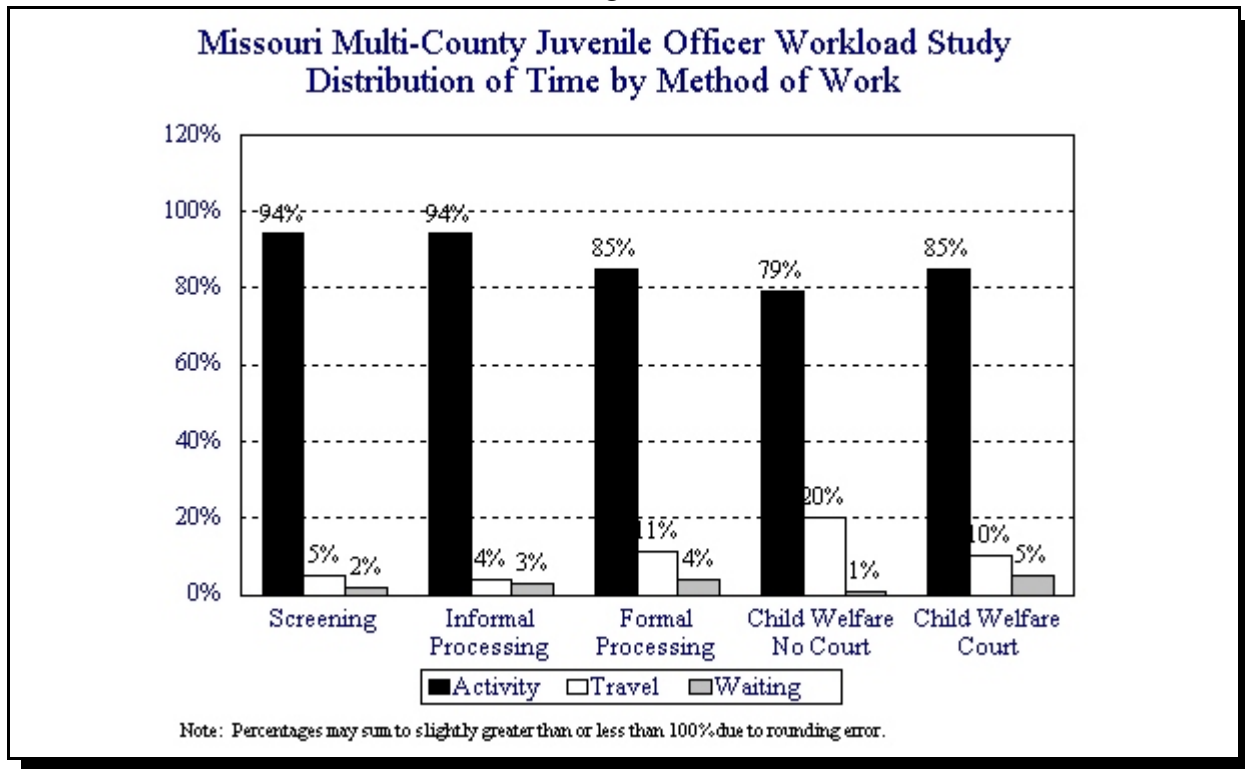
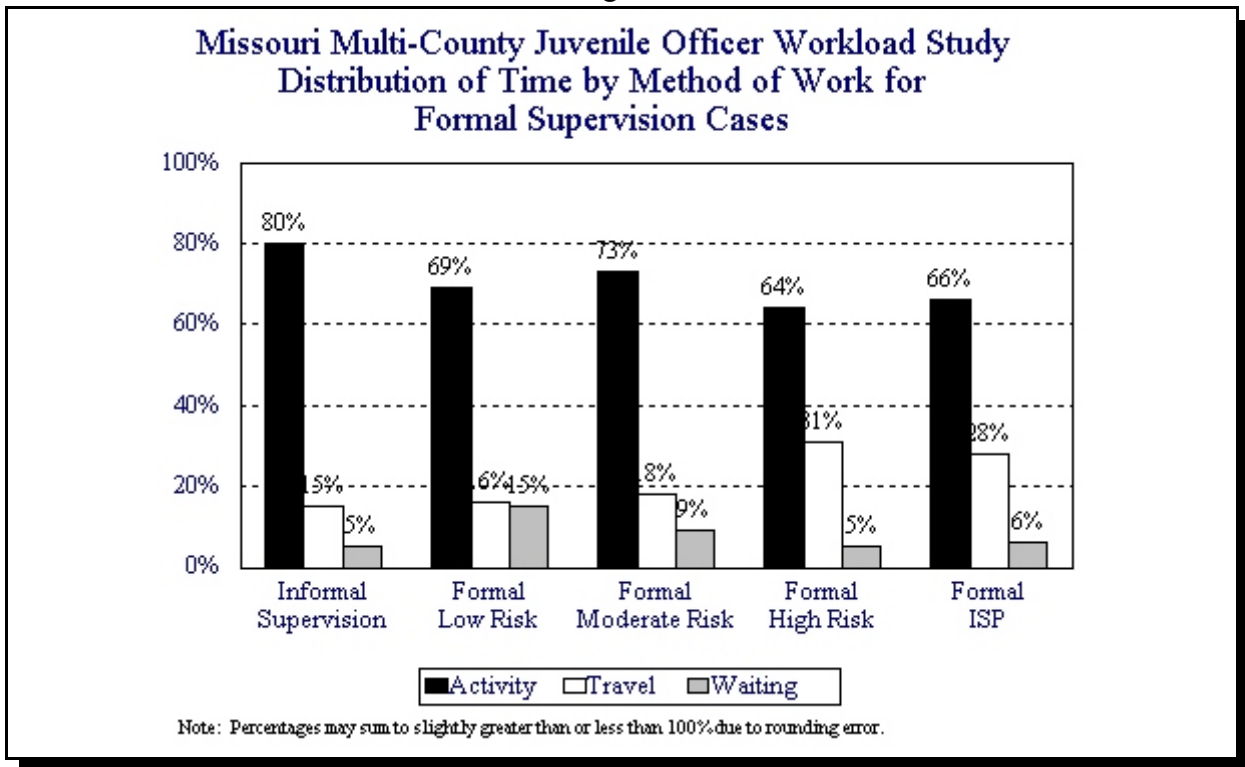


Figure 4



Figures 5 and 6 break out time spent on cases by the method of contact. More than half of the time spent on a case involved face-to-face contact (i.e., with the youth or family, other departmental staff, etc.).

Figure 5

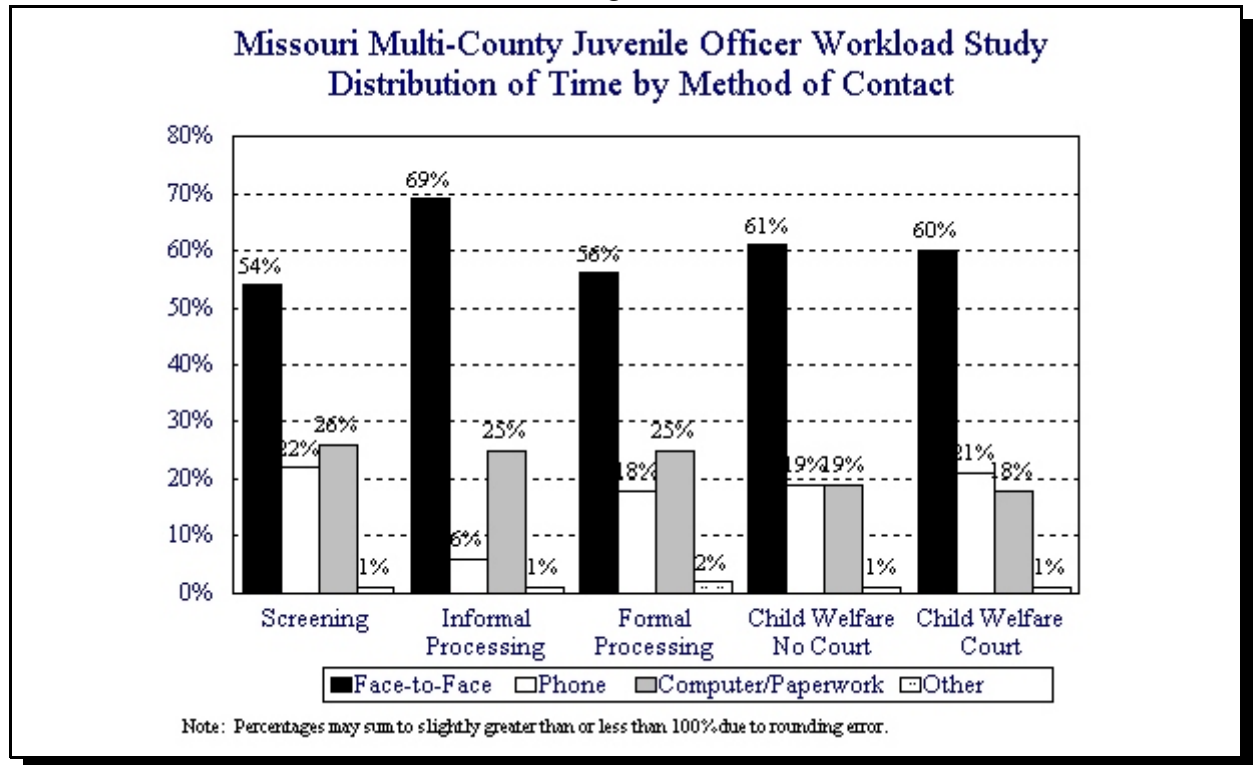
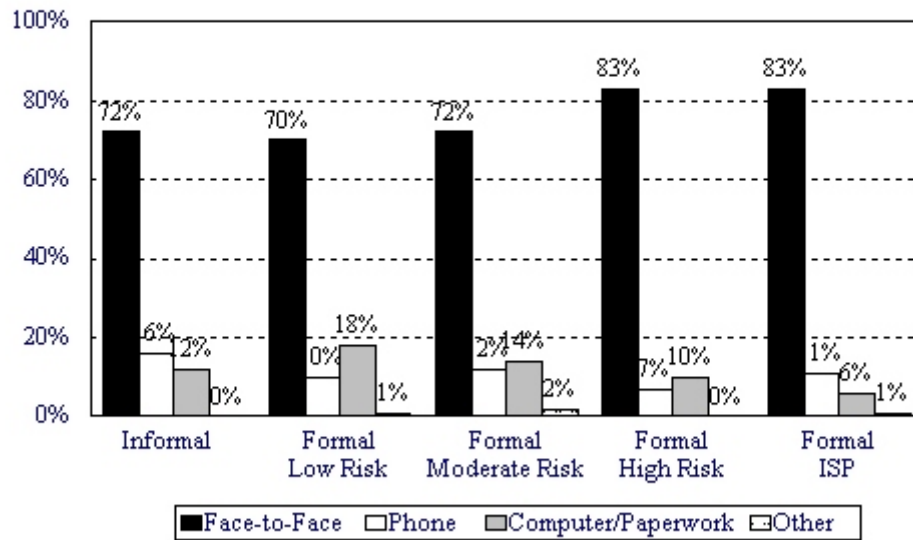


Figure 6

**Missouri Multi-County Juvenile Officer Workload Study
Distribution of Time by Method of Contact for
Informal and Formal Supervision Cases**



Note: Percentages may sum to slightly greater than or less than 100% due to rounding error.

All circuit staff involved in direct casework recorded time spent on sampled cases. Staff such as case aides, trackers, and placement coordinators are referred to as support staff. Figure 7 shows that officers who were primarily responsible for the case account for the majority of time spent on supervision cases. Intensive supervision cases had the highest proportion (12%) of support staff casework provided. Intakes (screening and referral processing) had minimal support staff time indicated, and child welfare cases had no support staff time and therefore are not shown.

Figure 7

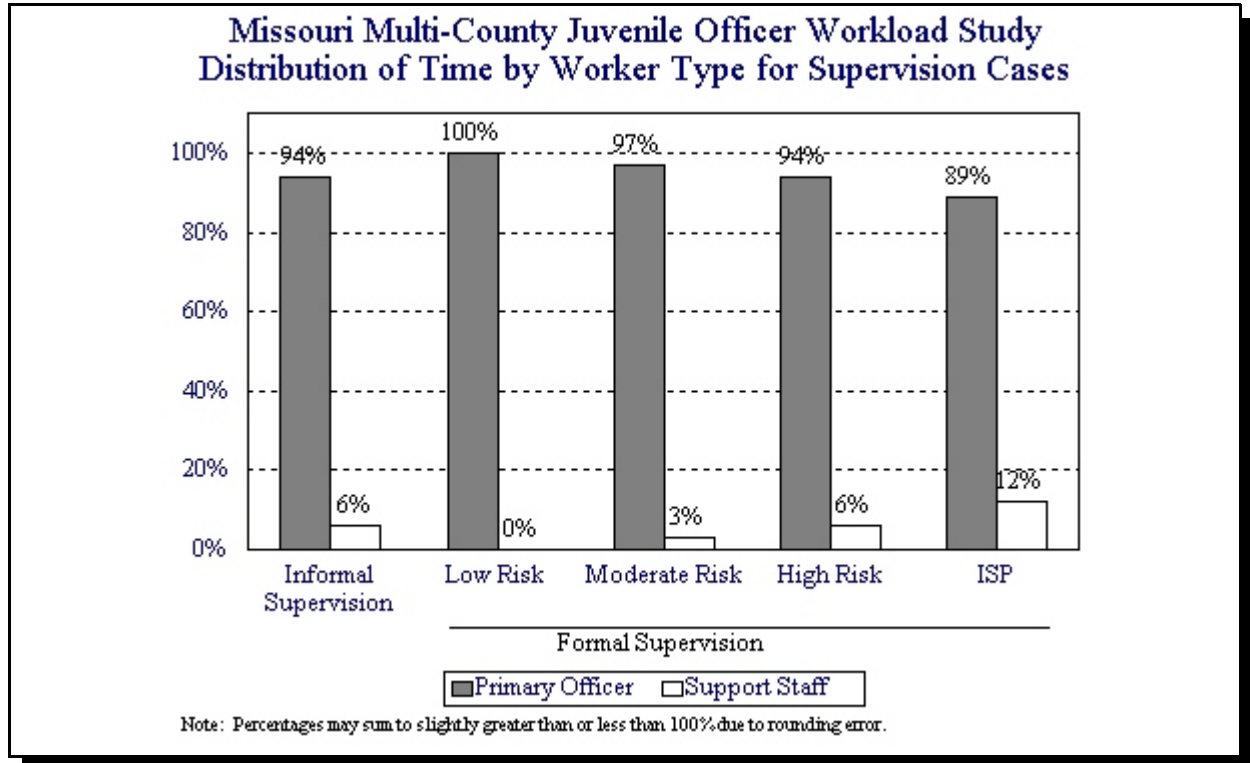


Table 8 reviews the average number of face-to-face contacts recorded for sample cases by the type of supervision cases. Informal supervision cases had an average of 2.7 contacts with the youth without a parent present and an average 1.4 contacts with the youth and parents. As expected, the average number of contacts for supervision cases increased with a risk level increase. A formal low risk case had an average of 2.2 contacts with youth, while high risk cases had an average 5.3 contacts with youth. Given these averages, standards were exceeded for some cases. This is expected, since officers spend more time on youth or families who have a crisis, which can occur with any youth at any risk level.

Table 8 Average Number of Face-to-Face Contacts by Supervision Case Type for Cases that Met Standards			
Supervision Case Type	N	Average Contacts with Youth	Average Contacts with Youth and Parent
Informal	50	2.7	1.4
Formal			
Low Risk	14	2.2	1.5
Moderate Risk	54	4.0	1.8
High Risk	17	5.3	2.0
Intensive Supervision	35	6.0	2.6

Note: Others (such as attorneys, other court staff, etc.) may or may not have been part of contacts with youth or contacts with youth and parent.

The preceding information reviewed the nature of work performed for cases that met standards.¹³ The data indicate that officers spend the majority of their time on case-related activities and in contact with youth and/or family members.

¹³ As mentioned previously, officers were asked to meet standards for sampled cases during the study when possible.

Appendix A

Additional Information about the Workload Study Sample

Tables A1 and A2 review the observations made during the study for each study case type (based upon a stratified random sample) and what proportion met standards. Whether or not a case met standards was based on 1) an empirical evaluation of case contacts recorded by the worker, and/or 2) supervisor certification of the case activity performed. For intake and case supervision, standards were based on supervisory review and an empirical evaluation of recorded case contacts. For child welfare cases, case contact with the youth is not a monthly standard; therefore, standards were based only on supervisory review.

With the exception of high and intensive supervision cases, at least half of the cases observed during the study period met standards. Twenty-seven percent of high risk and 35% of intensive supervision cases met standards. Overall, 61% of the cases tracked met standards.

Table A1 Missouri Multi-County Juvenile Officer Workload Study Proportion of Cases that Met Standards per Supervisor Review			
Case Type	Total Sample	Number that Met Standards	% that Met Standards
Intake			
Screening	95	45	47.4%
Informal Processing	108	83	76.9%
Formal Processing	68	42	61.8%
Delinquency Case Service/Supervision			
Informal Cases	86	50	58.1%
Formal Cases			
Low Risk/Unclassified (n = 2)	28	14	50.0%
Moderate Risk	103	54	52.4%
High Risk	63	17	27.0%
Intensive Supervision Probation (ISP)	99	35	35.4%
Child Welfare Cases			
No Court Activity	77	77	100.0%
Court Activity	68	68	100.0%
Overall Case Observations	795	485	61.0%

Table A2					
Missouri Multi-County Juvenile Officer Workload Study					
Estimated Hours per Case Type					
Sample Case Type	Total N	Did Not Meet Standards		Met Standards	
		Avg. Hrs.	N	Avg. Hrs.	N
Intake					
Screening	95	.28	50	1.6	45
Informal Processing	108	1.0	25	1.9	83
Formal Processing	68	3.1	26	5.6	42
Delinquency Case Service/Supervision					
Informal Cases	86	1.5	36	2.6	50
Formal Cases					
Low Risk	28	1.7	14	2.2	14
Moderate Risk	103	2.1	49	3.8	54
High Risk	63	2.3	46	4.9	17
ISP	99	2.4	64	5.3	35
Child Welfare Cases					
No Court Activity	77	–	–	1.6	77
Court Activity	68	–	–	2.9	68

Tables A3 and A4 review the distribution of officer time spent by the nature of the work.

Table A3						
Missouri Multi-County Juvenile Officer Workload Study						
Distribution of Time by Method of Work						
	Sample Cases	Activity	Travel	Waiting	Total Minutes	Total Hours
Screening	45					
Minutes		87	5	2	93	1.6
Percent of total time		94%	5%	2%	100%	
Informal Processing	83					
Minutes		105	4	3	112	1.9
Percent of total time		94%	4%	3%	100%	
Formal Processing	42					
Minutes		285	36	15	336	5.6
Percent of total time		85%	11%	4%	100%	
Informal	50					
Minutes		124	24	7	155	2.6
Percent of total time		80%	15%	5%	100%	
Formal Low Risk	14					
Minutes		91	21	20	132	2.2
Percent of total time		69%	16%	15%	100%	
Formal Moderate Risk	54					
Minutes		166	40	21	227	3.8
Percent of total time		73%	18%	9%	100%	
Formal High Risk	17					
Minutes		188	92	16	296	4.9
Percent of total time		64%	31%	5%	100%	
Formal ISP	35					
Minutes		209	87	19	315	5.3
Percent of total time		66%	28%	6%	100%	
CW Case No Court Activity	77					
Minutes		74	19	1	94	1.6
Percent of total time		79%	20%	1%	100%	
CW Case Court Activity	68					
Minutes		150	18	8	177	2.9
Percent of total time		85%	10%	5%	100%	

Note: Time is shown in minutes unless otherwise indicated. Percentages may sum to slightly greater than or less than 100% due to rounding error.

Table A4							
Missouri Multi-County Juvenile Officer Workload Study Distribution of Time by Method of Case Contact							
	Sample Cases	Face-to-Face	Phone	Computer/ Paperwork	Other	Total Minutes	Total Hours
Screening	45						
Minutes		50	20	24	1	93	1.6
Percent of total time		54%	22%	26%	1%	100%	
Informal Processing	83						
Minutes		77	7	28	1	112	1.9
Percent of total time		69%	6%	25%	1%	100%	
Formal Processing	42						
Minutes		187	60	83	6	336	5.6
Percent of total time		56%	18%	25%	2%	100%	
Informal	50						
Minutes		111	25	19	0	155	2.6
Percent of total time		72%	16%	12%	0%	100%	
Formal Low Risk	14						
Minutes		93	13	24	1	132	2.2
Percent of total time		70%	10%	18%	1%	100%	
Formal Moderate Risk	54						
Minutes		164	28	32	4	227	3.8
Percent of total time		72%	12%	14%	2%	100%	
Formal High Risk	17						
Minutes		247	20	29	0	296	4.9
Percent of total time		83%	7%	10%	0%	100%	
Formal ISP	35						
Minutes		260	36	18	3	315	5.3
Percent of total time		83%	11%	6%	1%	100%	
CW Case No Court	77						
Minutes		57	18	18	1	94	1.6
Percent of total time		61%	19%	19%	1%	100%	
CW Case Court Activity	68						
Minutes		106	37	31	2	177	2.9
Percent of total time		60%	21%	18%	1%	100%	

Note: Time is shown in minutes unless otherwise indicated. Percentages may sum to slightly greater than or less than 100% due to rounding error.

Tables A5 and A6 provide more detail about time spent on supervision cases.

Table A5 Missouri Multi-County Juvenile Officer Workload Study Estimated Hours Serving Delinquency Cases that Met Standards by Case Status				
Case Type	New Cases		Ongoing Cases	
	Hrs/Mo.	N	Hrs/Mo.	N
Informal Cases	2.9	14	2.5	36
Formal Cases				
Low Risk	-	0	2.2	14
Moderate Risk	6.1	10	3.2	44
High Risk	4.9	2	4.9	15
ISP	3.1	3	5.4	32

Table A6					
Missouri Multi-County Juvenile Officer Workload Study					
Distribution of Time by Worker Type					
	Sample Cases	Primary Officer	Support Staff	Total Minutes	Total Hours
Informal	50				
Minutes		145	10	155	2.6
Percent of total time		94%	6%	100%	
Formal Low Risk	14				
Minutes		132	0	132	2.2
Percent of total time		100%	0%	100%	
Formal Moderate Risk	54				
Minutes		220	7	227	3.8
Percent of total time		97%	3%	100%	
Formal High Risk	17				
Minutes		278	18	296	4.9
Percent of total time		94%	6%	100%	
Formal ISP	35				
Minutes		279	37	315	5.3
Percent of total time		89%	12%	100%	

Note: Time is shown in minutes unless otherwise indicated.

Table A7 provides more information about time spent on child welfare cases.

Table A7 Missouri Multi-County Juvenile Officer Workload Study Distribution of Time among Child Welfare Cases			
	Sample Cases	Total Minutes	Total Hours
Total child welfare cases that met standards	145	133	2.2
No court attendance, no FST* meeting attendance	40	66	1.1
No court attendance, FST meeting attendance	37	125	2.1
Court attendance, no FST meeting attendance	34	131	2.2
Court and FST meeting attendance	34	223	3.7

*Family Support Team Meeting (FST).

Table A8 reviews the time spent serving cases that met standards by circuit court. Given that many of the averages are based on a low number of cases, results may not be generalizable to cases within a particular circuit.

Table A8							
Missouri Multi-County Juvenile Officer Workload Study Average Hours for Cases That Met Standards by Circuit Court							
Sample Case Type	Average Hours for Cases That Met Standards by Circuit Court						
	Total	5	13	27	35	37	45
Delinquency and Child Welfare Intake Processing							
Screening*	1.6 (n=45)	3.2 (n=4)	1.2 (n=5)	1.7 (n=19)	--	1.2 (n=12)	0.9 (n=5)
Informal Processing	1.9 (n=83)	2.4 (n=20)	1.9 (n=26)	1.4 (n=18)	4.4 (n=2)	1.1 (n=11)	2.2 (n=6)
Formal Processing	5.6 (n=42)	3.9 (n=10)	5.2 (n=5)	9.3 (n=4)	6.2 (n=14)	4.0 (n=6)	7.5 (n=3)
Supervision Cases							
Informal Cases	2.6 (n=50)	--	2.3 (n=20)	2.9 (n=19)	2.7 (n=6)	1.4 (n=1)	2.5 (n=4)
Formal Cases							
Low Risk/Unclassified	2.2 (n=14)	2.0 (n=9)	--	1.9 (n=2)	--	5.6 (n=1)	1.5 (n=2)
Moderate Risk	3.8 (n=54)	3.8 (n=25)	4.3 (n=16)	2.4 (n=5)	3.1 (n=4)	7.4 (n=1)	2.6 (n=3)
High Risk/Intensive Supervision	5.2 (n=52)	4.9 (n=17)	4.8 (n=12)	7.0 (n=5)	5.3 (n=1)	4.5 (n=10)	5.8 (n=7)
Child Welfare							
Child Welfare Cases	2.2 (n=145)	2.7 (n=44)	0.7 (n=22)	3.0 (n=13)	2.1 (n=38)	2.9 (n=21)	1.1 (n=7)
Administrative/Case Support Time							
Administrative Time	2.2 (n=145)	5.1 (n=27)	3.5 (n=26)	16.8 (n=8)	0.7 (n=20)	7.2 (n=14)	4.5 (n=11)
Case Support Time	2.2 (n=145)	16.7 (n=27)	19.3 (n=26)	7.4 (n=8)	2.9 (n=20)	6.4 (n=14)	10.9 (n=11)

Note: For intake processing, the time indicated is the average hours needed to process the intake of that type. For supervision and child welfare cases, the time is the average hours needed per month to serve a case of the type indicated.

*Intakes tracked as screening and processing were considered processing, since it was possible for data analysts to segregate screening-related work from processing-related work.

Appendix B

Workload Study Case Types and Associated Standards

Case Type for Study	Begin Date	End Date	Applicable Standards
Referral/Intake	When a contact is made about a child who may fall under jurisdiction of the court (walk-in, phone, police report, etc.).	When decision is made about how to process the case: for formal cases, end just prior to preparation for petitioning; for informal cases, end just prior to preparation for sending out informal adjustment conference letter.	Conduct investigation Review case; victim notification if necessary <ul style="list-style-type: none"> • If detained: <ul style="list-style-type: none"> ▸ F-to-F with youth once if possible ▸ Recommend disposition in 24 hours • If in protective custody: <ul style="list-style-type: none"> ▸ F-to-F with youth once if possible ▸ FST meeting in 72 hours • If not detained nor removed: <ul style="list-style-type: none"> ▸ F-to-F with youth once as necessary ▸ Recommend disposition within 30 days • Collateral contacts as necessary
Referral/Intake Processing as Formal or Informal	Immediately following decision about how to process the case: for formal cases, begins with preparation for petitioning; for informal cases, begins with preparation for sending out informal adjustment conference letter.	At case disposition; case assigned to worker for ongoing supervision either as formal or informal (after informal/conference of final disposition).	<ul style="list-style-type: none"> • Client and family assessment (risk, needs, etc.) • Determination of sanctions services utilized • One F-to-F with youth (if possible) • One F-to-F with parent/custodian • Formal cases—prepare petition • Informal cases—conduct IA conference • Follow up on service provided
Informal Supervision Case	New case: when case is assigned (post-informal adjustment conference). Ongoing: when the study begins.	New case: 31 calendar days after assignment. Ongoing: study completion or case closure.	<ul style="list-style-type: none"> • Monthly F-to-F with youth • Collateral contacts as necessary • Case planning/documentation • Follow up on services provided
Formal Supervision	New case: when case is assigned (post-informal adjustment conference). Ongoing: when the study begins.	New case: 31 calendar days after assignment. Ongoing: study completion or case closure.	<ul style="list-style-type: none"> • Monthly F-to-F with youth and parent/custodian • F-to-F with youth according to risk level • Collateral contacts as necessary • Case planning/documentation • Follow up on services provided • Complete progress report every three months
Child Welfare	New case: when case is assigned (post-informal adjustment conference). Ongoing: when the study begins.	New case: 31 calendar days after assignment. Ongoing: study completion or case closure.	<ul style="list-style-type: none"> • Participate in FST meetings • Prepare and file pleadings/in court • Monitor case and ensure compliance • Ensure issuance of notices, summons, etc. • F-to-F with youth as necessary • Collateral contacts as necessary